



POLITICAS ECONOMICAS Y PRODUCTIVIDAD

Development of a Monitoring and Evaluation Strategy for the Honduran Poverty Reduction Strategy

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SECTION I: INTRODUCTION

An important element of Poverty Reduction Strategy (PRSP) is a system of performance monitoring and evaluation (PMES) which allows us track the implementation of the Strategy and the results it produces. The PMES includes the most important results indicators that will be used to determine how well the strategy is achieving its desired objectives. It will reveal delays or deviations from the achievement of the desired objectives and use this information to make necessary adjustments in the components of the PRSP in order to reach the ultimate goal of reducing extreme poverty in Honduras.

The PMES will use data from a variety of sources within Honduras and from international agencies. In addition, a data inventory will be conducted to identify other data and information that will be needed to implement the PMES.

An essential requirement of the PMES is the participation of the civil society in its design and implementation. The PMES includes a plan for civil society participation at the municipal level in order to ensure that the system is both effective in reducing poverty and is sustainable.

To ensure the sustainability of the PMES an institutional framework will be established that links its main components and data sources with the Government of Honduras authority that is responsible for analyzing the results data and reporting on the progress of the PRSP.

A. PRSP Global Vision

We have developed a comprehensive strategy to reduce extreme poverty in Honduras. Table 1 summarizes the indicators that will be used to monitor and evaluate the strategy results at its highest --“Global Vision”-- level. The strategy structure is based on the idea that changes in these highest level indicators can be linked to PRSP program and project outputs at lower levels of the strategy aimed at contributing to the ultimate reduction of Honduran poverty. In other chapters of this strategy paper the specific PRSP programs and projects (at lower levels of the strategy) that will impact on these “Global Vision” indicators are discussed.

Table 1:
Global Vision
Poverty Indicators

Incidence of Extreme Poverty:

Access to Primary Education
Completion of Secondary Education
Infant and Child <5 yrs. Mortality
Maternal Mortality
Gender Equality
Women Employment
Illiteracy
Life Expectancy
Access to Potable Water
Access to Waste Disposal

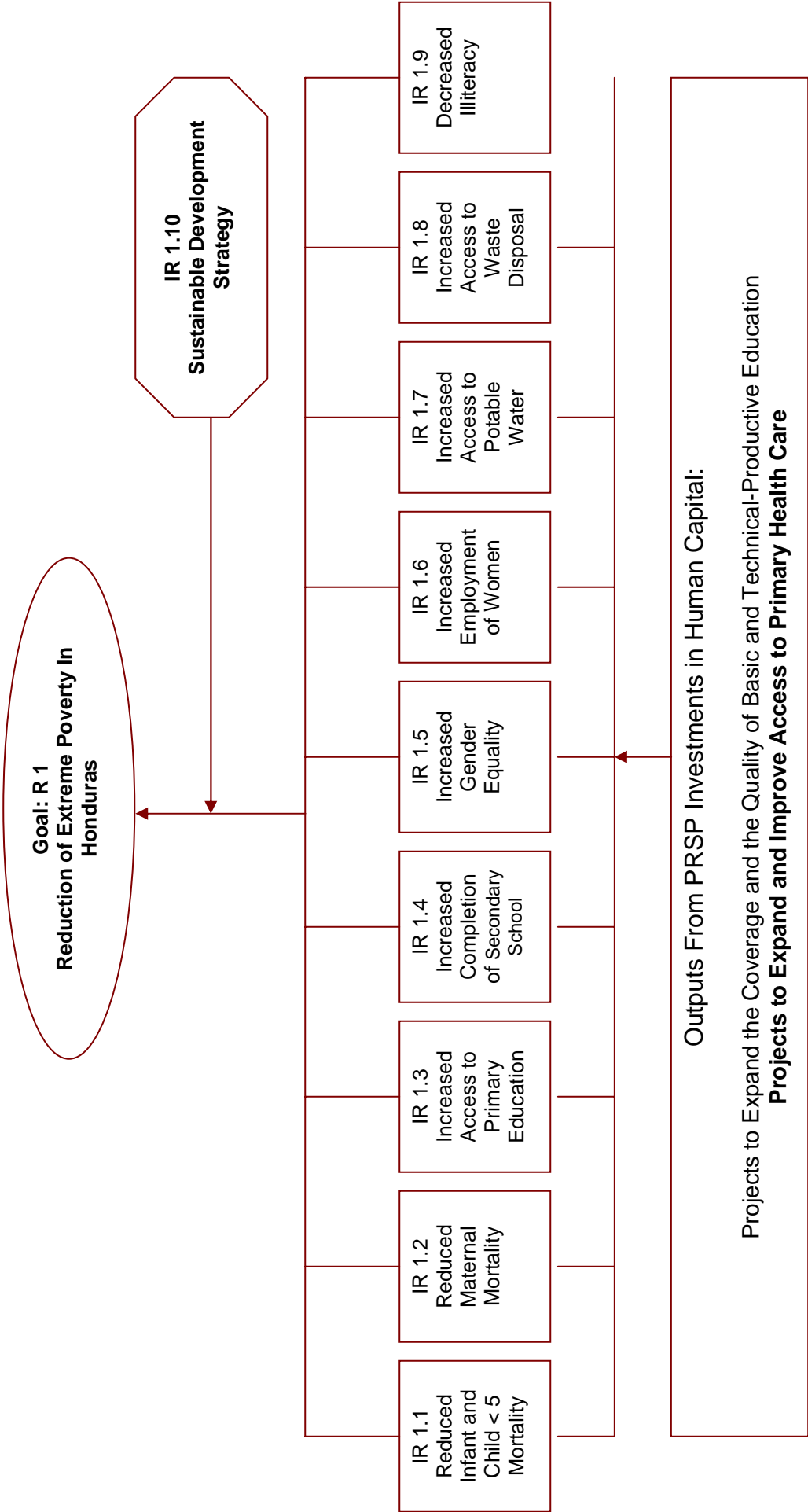
In this chapter we will present a PMES for monitoring the Table 1 indicators. The approach presented in this chapter is illustrative of how the PMES may be implemented to monitor and evaluate results at other levels of the strategy.

The discussion will illustrate with tree diagrams the linkages between the global indicators and the PRSP components thought to be most closely connected to them. The diagrams show show

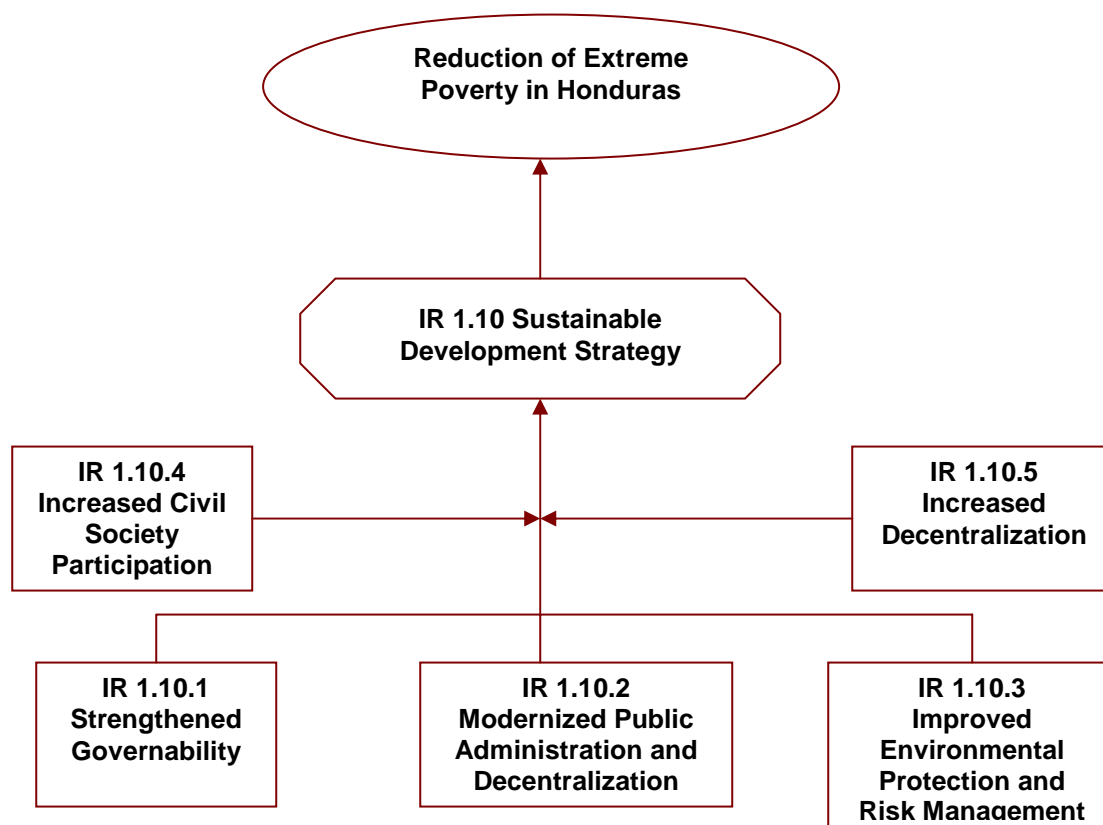
that changes in the indicators are caused by the outputs from PRSP programs and projects directly below them in the overall PRSP structure. Appendix 1 shows the overall strategy for the Global Vision level.

The appendix also indicates that the strength of these connections depends upon the successful implementation of a Sustainable Development Strategy (appendix 2). The main elements of the sustainable development strategy component are identified.

B. Appendix 1: Honduras Poverty Reduction Strategy



C. Appendix 2 - IR 1.10: Sustainable Development Strategy



At this point in the development of the PRSP, the written discussion is limited to the identification of goals and objectives. Information on the the specific program and project activities that will be implemented in order to achieve these goals and objectives needs to be developed. In addition to a statement of goals or objectives, a complete strategy will contain information on the resources expended on strategy components (for example, a project budget) , the specific activities to be implemented (what will be done to reach the objective) in programs and projects, the outputs from the activities (what the activity produced) and the the resulting impacts (changes in measures of impact). A hypothetical example of a project to decrease illiteracy illustrates the type of information required.

Table 3: Hypothetical Example

Project to Decrease Illiteracy in Ten Honduran Villages

Project Objective: Reduce Illiteracy in Honduras

Project Inputs: Budget amount spent on the literacy project in each village

Project Activities: One year course in basic reading skills offered in ten villages

Project Outputs: Number of villagers who complete one year reading course in each village.

Project Impacts: Literacy level for villagers who completed the course. May be compared to their pre-project baseline reading level.

D. Monitoring and evaluation results data

The PMES will access a variety data sources to obtain the required results information. Examples include: **Dirección General de Estadísticas y Censos (General Director of Statistics and Census)**, the **Banco Central de Honduras (Central Bank of Honduras)** and the **Proyecto Censo de Población y Vivienda Año 2000**. Also we have worked with other governmental institutions such as Programa de Asignación Familiar and Fondo Hondureño de Inversión Social. Data from Civil Society Organizations, Municipalities and international organizations (World Bank, UNDP, USAID) will be relied upon extensively too.

Three sources of national level poverty data are discussed here because they are directly relevant to tracking PRSP results in Table 1.

- 1) **National Population Census (Censo Nacional de Población).** This census in an extensive way to develop maps of poverty concentration in the country PMES (using a base year of 1994) order to target governmental interventions to the most needy population groups. While the census gives detailed information on poverty in Honduras, it has not been completed every year (the last was in 1998). The next census will be completed during the year 2000 with the technical and financial support of the PNUD (Programa de las Naciones Unidas para el Desarrollo).
- 2) **Labor Force Survey.** The Survey of Homes of Multiple Purposes (EHPM) is a labor force survey that has been completed by DGEC every six months with the support of USAID. The survey sample includes 7,200 homes, stratified into four geographic regions: (1) Tegucigalpa, (2) San Pedro Sula, (3) Other Urban Areas and (4) Rural areas. Even though there have been concerns expressed about the quality of the data from the survey, it is the only data base available to monitor poverty through time. It has provided data to the Secretaries of Education, Health, Labor and Social Security, Agriculture and Livestock, Culture, Arts and Sports, The Fondo Hondureño de Inversión Social (FHIS), The National Agrarian Institute (INA), Minister of the Technical Secretary of International Cooperation (Secretaría Técnica y de Cooperación Internacional). A limitation of the survey design is that the survey data cannot be linked from year to year in order to track increases and decreases in poverty incidence over time.

- 3) **Survey of Income and Expense at Homes (ENIGH).** With the help of USAID, the Central Bank of Honduras (BCH) implemented this survey from February 1998 to March 1999 . The survey sample includes 4,000 homes equally distributed within four regions: Tegucigalpa, San Pedro Sula, Other Urban Areas, and Rural areas. The ENIGH is more comprehensive than the EPHPM, because it has information not only on incomes and employment, but also of the living expenses, housing, education and health.

There is an extensive consensus that the country needs to strengthen its capacity to generate statistical data in order to inform in a better way about its policies and programs. This concern led to the passage of a law that will create the National Institute of Statistics (instituto nacional de estadísticas). Until now, the DGEC has been weak and the small amount of statistical data that it generates has not been fully used, in part because of the lack of analytical capacity in the DGEC and in the national universities and Think Tanks. The DGEC is sub financed, poorly staffed and equipped because of insufficient salaries; attracting personal with high technical abilities has been very difficult. The DGEC suffers also because of a poor infrastructure in both terms of its building as well as its outdated computing equipment. Finally, the DGEC lacks of necessary institutional autonomy.

With the creation of the Institute, the country will be benefited with the participation in the Program of Improvement of Surveys and Measure of the Life Conditions in Latin America and the Caribbean (MECOVI), coordinated by the CEPAL, Banco Interamericano de Desarrollo and the World Bank. The financing and training that will be obtained through the MECOVI program will allow us to improve the surveys of homes and the analysis of data.

Additionally we require a program of action , short to long term, attending to deficiencies in other sources of information, as well as the institutional weakness in Honduras, that do not fall under the coverage of the MECOVI assistance. For example, the line ministries should improve their sources of information, especially after the damage caused by Hurricane Mitch since the floods caused a loss of information. In the same sense, there should be an identification of all of the information sources available in the country. This task was once directed to the Unity of Social Indicators (Unidad de Indicadores Sociales(UNIS)) of the now defunct SECPLAN and has been assigned to UNAT, even though this organization lacks of the means and the necessary staff to implement this mission.

As part of PMES development, we will inventory the actual monitoring and evaluation capacity of universities, institutions of statistical investigation, non governmental organizations, municipalities and others. This exercise will provide useful information on the capacities and opportunities available in the country such as existing data bases, complementary efforts, possible data collection obstacles, potentially useful networks and monitoring and evaluation training needs. For example, Municipalities and the Civil Society are viewed as central to the PMES so it is essential to assess their capacity and plan accordingly for necessary training and capacity building. The methodology developed by AHMON with USAID support, to assess municipal management capacity may provide a useful diagnostic tool.

E. Results Monitoring Matrix

The results data will analyzed within a matrix that allows a direct comparison of results achieved to intended performance targets. The matrix directs attention to measures of baseline, targeted and achieved results. The matrix is presented in Appendix XXX and follows the basic logframe format used in the hypothetical literacy project example. It applies the Excel computer program as its data entry and computation platform.

The matrix in the appendix includes data on impact indicators only because, as was discussed, the PRSP has not yet developed the specific program and project activities, and their respective outputs, that will be linked to its various impact objectives. As these are developed, the outputs sections of the matrix may be may be filled in to present a complete monitoring plan

	A	B	C	D	E	F	G	H	I	J
1				Appendix 3: Performance Results Matrix						
2				Honduras Poverty Reduction Strategy (PRSP), Years 2000 - 2015						
3										
4	Program/ Project ID	Base Budget (\$)	Amount Spent to Date	% of Base Spent	Baseline Outputs	Target Outputs	Year 1 Outputs	Year 2 Outputs	Year 3 Outputs	% Output Achieved to Date
5	Global Goal Level Outputs (%)									
6	R 1									
7										
8										
9										
10										
11	IR Level Outputs (%)									
12	IR 1.1									
13	IR 1.2									
14	IR 1.3									
15	IR 1.4									
16	IR 1.5									
17	IR 1.6									
18	IR 1.7									
19	IR 1.8									
20	IR 1.9									
21										
22										
23										
24										
25										
26										
27	Program/ Project ID	Baseline Results	Target Results	Year 1 Results	Year 2 Results	Year 3 Results	% Results Achieved To Date		Comments	
28	Global Goal Level Impacts (%)									
29	R1									
30										
31										
32										
33										
34	IR Level Impacts (%)									
35	IR 1.1	34	23							
36	IR 1.2	46	29							
37	IR 1.3	87	94							
38	IR 1.4	23	31							
39	IR 1.5									
40	IR 1.6									
41	IR 1.7	81	96							
42	IR 1.8									
43	IR 1.9	29	23							
44										

The structure of matrix presents the results first in terms of the outputs expected and achieved from project activities. These are the outputs presumed to lead to the achievement project impacts and may be tracked over time. The matrix also allows a computation of percentage of budget spent for comparison to the percentage of outputs achieved. Additional years of data may be added by inserting new columns in the output section of the matrix.

In a similar way, the Matrix enables a direct comparison of baseline, target and achieved impact results. Impact indicator data are entered in the appropriate cells of the matrix to form a series of results over time; increases or decreases in indicators are easily seen. Also, the percentage of the impact target achieved can be computed as a simple ratio of impacts achieved divided by target impacts. The percentage change from the baseline can also be analyzed in a similar way

Data entered into the Excel matrix may be used for more complex analysis both within the Excel program as well as for use in other statistical programs. For example, trend analysis of results data collected year to year will help uncover patterns of results over time. Correlation analyses are also possible - relating results to other variables, such as municipal characteristics - to help interpret the results achieved.

The basic Excel format shown can be expanded as additional strategy components are added. Simply add the additional components as rows in the matrix. Identifying each row of the matrix with the same identifying codes for outputs and impacts will help link the output and impact data for the monitoring and analysis.

F. PMES Institutional Framework

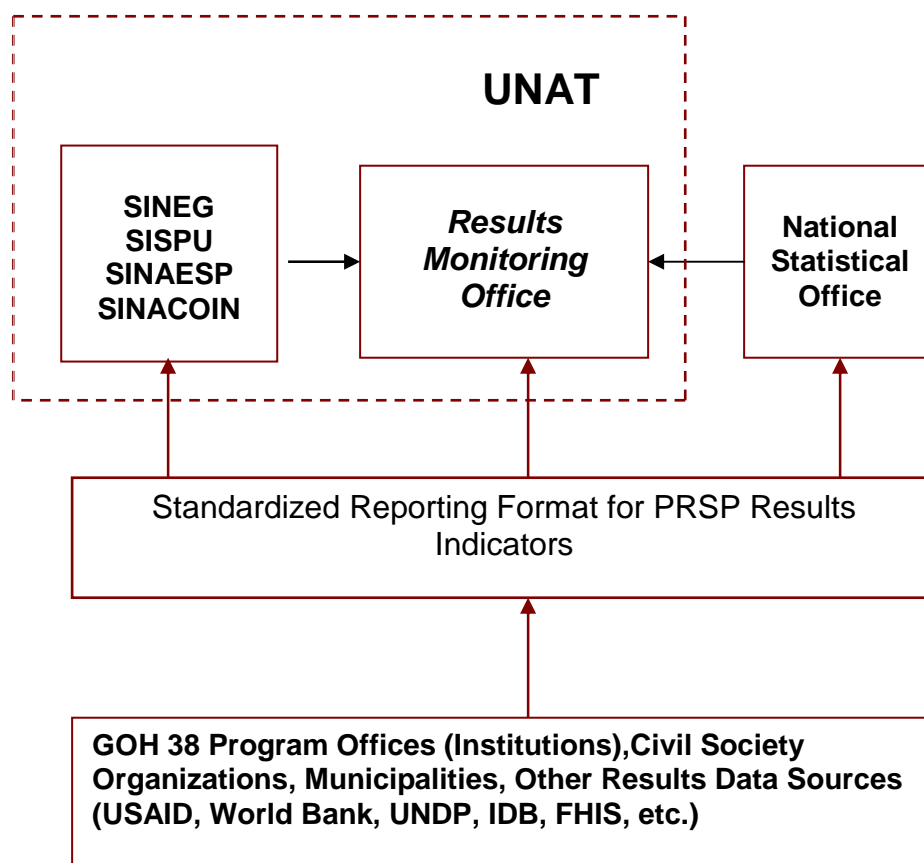
It is important that the PMES is placed in an institutional framework that will ensure its success and sustainability. The institution has to have a clear focus on monitoring and evaluating the results achieved through PRSP project activities. It should also have this focus as its sole mission; its only responsibility is to continuously track PRSP results and report on them so that appropriate Strategy adjustments can be made.

This responsibility will promote accountability for PRSP results. PMES will be directly accountable as the institution responsible for obtaining and managing results data on PRS project activities and routinely reporting these results to appropriate officials. As an example, if an official wants information on the results produced by projects pertaining to investments in human capital, such as primary health projects, she will go directly to Results Monitoring Office (RMO) for the information and be able to find out the outputs from these projects and the impacts actually achieved.

Finding this information will be made easier because one of the responsibilities of the RMO will be to develop and maintain a standardized reporting format for organizing information and reporting on results. The data will be organized by program name, project name, project budget, project activities, project outputs and project impacts. Each program and project will have a unique identifying label for quick retrieval.

A model of the RMO is displayed in Figure 1.

Figure 1:
RSP Results Monitoring System



Staffing for the RMO will include a Director, a Data Manager and a Results Analyst. The Director will represent RMO with other institutions and agencies, direct the activities of RMO staff, manage the RMO budget, facilitate and coordinate the collection of results data from various data sources, maintain clear reporting channels with appropriate officials and institutions (both within Honduras and international), prepare and present annual PRSP Results Report, and respond to information requests from appropriate institutions and agencies as needed. The Data Manager will construct and manage the RMO results data base, obtain results data, monitor data quality and take appropriate to correct problems of poor data quality and maintain the data base with the most current information. The Results Analyst will conduct the required analysis for the annual PRSP Results Report and respond to requests from appropriate institutions and agencies for analysis of results data as they are needed.

The Director will experience and training in monitoring and evaluation and experience in staff management. The Data Manager will have training and experience in computer data base development and management and be familiar with appropriate computer software for data base management, such as Microsoft Access. The Results Analyst will have training and experience in statistical analysis procedures and be familiar with software programs such as Excel and the Statistical Package for the Social Social Sciences (SPSS).

The RMO will be located within UNAT and report directly to the Director of UNAT. UNAT will form a PRSP Results Team that will review all RMO reports and decide appropriate follow-up action. The Team will include the UNAT Director, RMO Director and UNAT Program Directors.

RMO will work closely with SINEG, which is responsible for follow-up monitoring of the Honduran Master Plan Reconstruction. It will also work with the new National Institute for Statistics, which was created to strengthen the statistical capacity of the GOH and will serve as a resource for the PMES. The specific functions of the Institute are

There are several important implementation issues that will be key to the sustainability of the RMO:

1. **Top Management Support.** RMO sustainability requires the active and visible support of GOH top management. This support will be obtained through involvement of the Social Cabinet in the follow up monitoring and evaluation of the PRSP. To do this, a **Directors Committee (Consejo Directivo CD)** shall be formed as an ad-hoc organization which will be composed of a representative from each of the following institutions: Executive Power; National Congress; The Justice Supreme Court; Comisión de Participación de Sociedad Civil; Political Parties; Comisión Permanente de Contingencias (COPECO); Non Governmental Organizations; Private Enterprises; Universities; International Community of Donors

The creation of the **CD** as an ad-hoc entity to the Social Cabinet promotes their participation and also fortifies the national capacities on the RMO follow up and evaluation process. It also facilitates communication across institutions and offices necessary for a coordinated strategy to reduce poverty. The joint work of both entities will facilitate the maintenance of a follow up and evaluation system in which the government and civil society commit to measure the results of public actions. Also, each represented entity within the CD shall have the support of a technical office, which must integrate for a better coordination of tasks and responsibilities in the monitoring and evaluation process.

2. **Civil Society Participation.** Being conscious of the importance of extensive participation of the Civil Society in monitoring and evaluation, the Government will continue to support the activities created to promote and sustain the participation of the Civil Society, as well other initiatives that come from it. The sustained participation of the Civil Society is essential for the maintenance of the PRSP and for the mechanisms for the monitoring and evaluation of it.

In the discussions with members of the Civil Society, during the process of preparation of the PRSP, it has been clearly in evidence their desire to participate in the processes of monitoring and evaluation. For best results it will be necessary to define in conjunction with the Civil Society the specific areas in which they could participate in the PRSP monitoring and process.

We have mentioned the inclusion of a representative of the Comision de Participacion de la Sociedad Civil as a member of the Directors Committee of support. Also we will continue supporting the modes of Cabildos Abiertos; The Communitarian Education Association; and the hiring of NGO's for the execution of PRSP projects.

The results of the RMO will be put to the disposition of the Civil Society and other actors involved in the implementation of the PRSP in a way that encourages a greater participation and verification of the results of the projects and the programs of the PRSP. We also recognize that the Civil Society will need assistance in order to participate effectively. This assistance will take the form of short-term training in the main ideas and requirements of results monitoring and evaluation. This training will be provided to key Civil Society Representatives (perhaps through the Comision de Participacion de la Sociedad Civil) on topic such as: purpose of results monitoring; information required; importance of quality information; interpretation of results reports; use of results information for program improvement.

3. **Municipal Participation.** PRSP projects implemented at the municipal level require participation of municipalities in monitoring and evaluation. We appreciate that there is substantial capacity in some of the municipalities to support PRSP monitoring and evaluation and we will utilize those capacities. We have also discussed an inventory of municipal results data collection and resorting capacity that will be conducted. This will enable the planning of necessary capacity building activity to help those other municipalities needing assistance to participate efficiently and effectively in the RMO process. The training will focus on the same topics discussed with regards to civil society participation.

Municipal participation will be strengthened with the formation of a **Municipal Net Against Poverty**, composed of local officials and citizens, which will responsible for the monitoring and evaluation of local PRSP projects focused on helping the vulnerable and forgotten segments of the country. Also they will be in charge of conducting pertinent social audits with the purpose of verifying the legal and efficient use of the national and external resources on the execution of strategic projects. The inventory task discussed previously will assess local capacities to perform the social audits and plan assistance accordingly.

SECTION II: CIVIL SOCIETY

A. Functions

Article # 5:

The functions of the Committee are as follows:

1. To know and formulate recommendations about the portfolio of projects prioritized by the Gabinete Especial of the National Reconstruction.
2. Analyze the alternative manners, propose and support the setting of the procedures that assure the maximum civil participation and the labor forces of the country in the formulation, evaluation, execution and continuation of projects and actions of the reconstruction and national transformation.
3. Strengthen and develop supporting actions of the gestation capacities of the Municipal Governments, including the Municipal Development Council (Consejos de Desarrollo Municipal), the Cabildos Abiertos and other Departmental forums o Convergence locals.
4. To know, support and strength the local systems of prevention and early alert to mitigate and/or prevent possible disasters associated with a natural phenomenon of another nature determines by the Permanent Commission of Contingency (COPECO), as well as to propose suggestions and recommendations;
5. To know the periodical informs of the advance that are prepares by the Gabinete Especial of National Reconstruction, in relation with the execution of the Master Plan of the Reconstruction and National Transformation.
6. To know the obstacles that could be affected by the execution of the Master Plan of Reconstruction and National Transformation, for which it will maintain constant communication with the monitoring units and follow, ups and suggest correctives measures that seem convenient.
7. To know the informs about the advances of the execution of the tasks and their quality, as well to propose options of Social Auditory, and,
8. Participate in all the conferences or other events that could be organized by the Gabinete of National Reconstruction, with the participation of the representatives of the Honduran Government, the civil society, international organisms and the donors of the community, to expose the advances in the execution of the Master Plan of Reconstruction and National Transformation.

Article # 6

The members of the commission will make sure that the consensus and recommendations that are made inside of it, that it counts with the direct support of its representatives, in effects to contribute with the efficient and effective execution of the Master Plan of Reconstruction and National Transformation.

Article # 7

The Commission has to elaborate an trimester inform about the work it is doing, that will be presented to the President of the Republic, by the Gabinete Especial of the National Reconstruction, as well as the civil organizations represented.

Article # 3

In relation with SINEG, the Technic Group should accomplish the following functions:

- a) Elaborate the methodological and operative guide lines of SINEG, obtaining the methodological consistence and assuring the interrelation and operative coordination with the procedures and actions that the Secretarial del Dispatch Presidential, through the Unity of Technical Support (UNAT), the Secretaría de Estado en el Despacho de Finanzas, through the Dirección General de Inversiones Públicas (DIGIP) and the Secretaría Técnica y de Cooperación Internacional (SETCO) implant, accomplishing the legal commands, for the technical orientation, coordination and negotiation of the political aspects and programs, public inversions and international cooperation; respectively. The methodological and operative negotiations of SINEG will be submitted to the consideration of the Gabinete Especial of the National Reconstruction.
- b) Supervise the and coordination in the execution of politics, programs, projects, and actions of the public sector in the frame of the Master Plan for the Reconstruction and National Transformation, even if they are financed with national resources or external resources, refunded or not.
- c) Evaluate the impact of the politics, programs, projects and actions developed by the public sector in the frame of Master plan of Reconstruction and National Transformation.
- d) Elaborate informs every three months identifying the advances, deviations and obstacles, as well as the corrective actions advisable, to be submitted to the consideration of the Gabinete Especial Of National Reconstruction. As well, prepare and give out other informs that the Gabinete requires
- e) Support the organization and development of conferences and other events, that the Gabinete Especial of National Reconstruction decides to do with the whole participation of the civil society and the government represent ants, the international organisms and the donors community in which they will analyze and present the advances made by the execution of the Master Plan of Reconstruction and National Transformation.
- f) Sustain, for each of the sectors or areas of the master Plan of Reconstruction and National Transformation, technical and periodic meetings to evaluate the execution of politics, programs and activities, identifying the principle deviations and obstacles, being able to specify the corrective necessary actions and corresponding responsibilities.
- g) The Technic Group will at least reunite themselves once a month and on each reunion they will elaborate a memory help of the themes discussed.

Article # 4

SINEG will be supported by the institutions that participate, as permanent members of the Technic Group, who for such effects and in the frame of the functions already assigned legally should:

- a) The Secretaría de Estado del Despacho Presidencial, through the Unity of Support (UNAT) will centralize all the issues related with the methodological orientation, coordination and follow up of the design, formulation, execution, and evaluation of the politics and programs of action of the public sector, for which they will establish the conceptual and informatic components of a National System of follow up of Politics and Programs, that assure the disponibility of homogeny information, trusty, up to date and timely about the programation and political advances and programs of the Master Plan of Reconstruction and National Transformation.
- b) The Secretaría de Estado en el Despacho de Finanzas, through the Dirección General de Inversiones Públicas (DIGIC) will center all the matters related with the methodological, coordination and the follow up of the process of public inversion and of the programs of pre inversion and inversions of short, medium and large term. When it is about projects financed with national resources or with external resources that are reimbursed, for which they will established the conceptual components and informatic of a Sistema de Inversiones Públicas that will assure the disponibility of homogeny information, trusted, up to date and on time about the programming and advances of the projects of inversion of the Master plan of Reconstruction and National Transformation.
- c) The Secretaría Técnica y de Cooperación Internacional (SETCO) will centralize all their matters related with the methodological orientation, the coordination, steps, and follow up of the process of international cooperation and the programs, projects and actions that and advances of the projects and actions of international cooperation contemplated in the Master Plan of Reconstruction and National Transformation.

Article # 5

About UNAT, Functions

- a) Elaborate the methodological guidelines coordinate and collaborate with the Secretarias de Estado and their subordinates, for the preparation and development of their respective work programs for the execution and evaluation of politics and programs.
- b) Execute all the activities that are necessary to design the methodological and operative aspects for the implantation of the National System of Follow-up of Politics and Programs (Sistema Nacional de Seguimiento de Políticas y Programas)
- c) Elaborate the methodologies and instructive so that the Secretarias de Estado and their subordinates make the processing and send the information referred to the

follow-up of the work programs for the execution and evaluation of politics and programs.

- d) Design and administrate the database that supports the development of the functions assigned to the UNAT in the present Agreement and that allows the remission of the most important information requires by SINEG.
- e) Elaborate a trimester inform of the advance in relation to the accomplishing of the programs for the execution and evaluation of politics and programs of the Secretaria de Estado and their subordinates, identifying the deviations, the obstacles and the corrective measurements that they think are advisable, presenting them to the Secretaria de Estado del Despacho Presidencial.

Article # 6

DIGIP functions.

- a) Elaborate the methodological guide lines, coordinate and collaborate with the Secretaría de Estado and their subordinates, for the preparation and execution of programs of pre inversion and inversion financed with national resources and external resources not reimbursed.
- b) Execute all the actions that are necessary to adequate the methodological aspects and operative that seem important and to implant the Sistema de Inversión Pública.
- c) Elaborate the methodologies and instructive so the Secretaría de Estado and their subordinates accomplish the processing and sending of the referred information to the follow up of the programs of financial pre inversion and inversion with national resources and external no reimbursed resources.
- d) Administrate the Information Bank of Projects and submit the relevant information required by SINEG.
- e) Elaborate trimester informs of advances in relation to the accomplishing of the programs of financial pre inversion and inversion financed with national resources and external not reimbursed resources of the Secretarias de Estado and their subordinates identifying the deviations, obstacles and corrective measures that seem advisable, presenting them to the Secretaría de Estado en el Despacho de Finanzas.

Article # 7

SETCO functions

The same functions for DIGIP are for SETCO.